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74-66643

DCI/IC 74-2380

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Continuation of DCID 1/2 "U.S. Foreign Intelligence Priorities"

1. References are:

a. Memorandum for USIB Principals, "Revision of the DCID 1/2 Attachment," 21 October 1974 (USIB-D-5.1/28) which requested answers to five questions to assist the DCI "in determination of the future of DCID 1/2." (TAB A)

b. Responses from all USIB Principals except FBI. (TABS B through J)

2. The "vote" for continuation of an annual issuance of the DCID 1/2 Attachment was six to three in favor. The USIB Principals expressed their views as follows:

For : CIA, NSA, DIA, Army, Navy, Air Force
Against: State, Treasury, AEC

3. All of the organizations favoring continuance of DCID 1/2 see a productive relationship between the DCID and the KIQA. The Defense agencies stress the close relationship between the DCID topics and priorities and the Intelligence Annex to the Joint Strategic Objectives Plan (JSOP).

--CIA considers more work needs to be done "to relate the description of the problems in a more complementary way."

--NSA sees some problem in that there are conflicts (e.g. Latin America) where KIQA exist on topics or areas which DCID 1/2 rates of low priority interest.

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--DIA wants the DCID to be more compatible with the Intelligence Annex of the JSOP.

(This problem arose this year because the current DCID 1/2 had not been approved by USIB - but was in final draft - at deadline time for the JSOP. DIA elected to base the JSOP Intelligence Annex on the topics and priorities listed in the 1972 version of DCID 1/2 -- which are different from those in the 1974 version as approved by USIB. This same problem will arise again in 1975 if any revision of DCID 1/2 is not ready before the JSOP goes to press in March.)

--Navy is developing a computerized program to interrelate the DCID 1/2 priorities, KIQA, JSOP Intelligence Annex and the DIA Current Near Term Defense Intelligence Objectives (CNTDIO).

(The IC Staff is doing likewise for the KIQA and DCID 1/2 topics and priorities.)

4. As to the value of DCID 1/2 guidance for planning and programming:

--CIA finds no practical application of the document to the management of headquarters activities but lists eight specific uses to which the DCID has been put.

--NSA relies on DCID 1/2 where detailed SIGINT guidance is not available.

--DIA uses the DCID as the primary reference guide in preparing the Intelligence Annex to the JSOP, which is the basis for Defense Intelligence production tasking and support activities.

--Army reports DCID 1/2 has been valuable in planning and programming allocation of Army intelligence resources and guiding Army collectors.

--Navy says the document is widely used "to argue the relative merits of requirements competing for satisfaction" and as "the basic document from which more detailed guidance is developed."

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--Air Force reports the DCID has been a management tool of value in a period of continuing decrements in resources and has "provided useful criteria for measuring the relative effectiveness of Air Force collection systems and programs."

5. If the DCID 1/2 and its Attachment were discontinued:

--CIA reports it probably would not develop an internal document of somewhat the same nature.

--NSA sees a need "for some kind of replacement that would express nationally approved intelligence topic priorities," but does not consider a unilateral NSA effort as a viable alternative.

--DIA notes that without DCID 1/2 "some other source would be required to insure that Part I, Annex A, JSOP reflected national-level intelligence objectives and priorities." Without any national guidance, DIA would have to rely on departmental sources.

--Army would need a comparable document to "prioritize our resources and our collection effort."

--Navy considers it would be necessary to formulate internally developed guidance but notes "there is a greater utility when this is accomplished from a community-agreed base."

--Air Force sees a need for a substitute document if DCID 1/2 were not available. Without national guidance, the USAF would "have to rely on the Joint Intelligence Estimate for Planning (JIEP) and DIA and Service prepared documents for planning and programming guidance."

6. Several proposals for improving DCID 1/2 were submitted.

--CIA proposes using a system of five rather than seven priorities, and revising the statements of content to develop a better correlation with the KIAs. CIA also suggests "it may be desirable to investigate a relative value (RV) approach if a good ALPHA panel can be convened to establish the initial value relationship among topics and areas on a world-wide basis."

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--NSA considers current conflicts between priorities of DCID 1/2 and the KIQA should be resolved, and terms used in both documents be more precisely defined.

--DIA wants to enhance the compatibility between the JSOP Intelligence Annex and the DCID 1/2 Attachment. Army and Air Force urge this same thing.

--Navy considers the DCID 1/2 should "integrate the KIQA and interface with the DCI's Perspectives for Intelligence," and be time-phased to more closely coincide with issuance of the KIQA.

7. State, Treasury and the AEC, in recommending against continuation of DCID 1/2 generally see no productive relationship between the DCID topics and priorities and the KIQA. They consider the DCID Attachment of no more than marginal use as guidance. State and Treasury consider there is need for better translation from objectives/KIQA to collection sources. State urges better use of the source-oriented USIB Committees. Treasury considers that longer-range guidance could be better provided by the DCI's Perspectives than by the DCID 1/2 Attachment.

8. An informal survey of USIB Committee Chairmen involved in collection and production activities evoked widely differing reactions to the DCID 1/2 Attachment. The Chairmen of COMIREX and the Human Sources Committee strongly supported updating and continuation of the document. The SIGINT Chairman said DCID 1/2 was not very helpful with his requirements problem. The GMAIC Chairman found the Attachment of little use to him since virtually all of his subject matter is at the top of the DCID 1/2 priority listing. The Chairmen of the EIC and JAEIC considered that for their purposes the KIQA had superseded the DCID 1/2 Attachment.

9. As the foregoing paragraphs indicate, the response to the DCI queries is very mixed and there is a wide range of opinion as to the usefulness of DCID 1/2 in its present format.

10. The USIB members who responded are equally divided: CIA, DIA and NSA favoring continuation, with State, Treasury and AEC opposing. When the "yes" votes of the three Service intelligence chiefs are added, two-thirds of the USIB Principals support continuation.

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11. Since such a sizeable portion of the Intelligence Community desires that the present DCID 1/2 Attachment be updated and reissued it is recommended that the DCI:

a. Approve development of a new Attachment for the period 1976-1981.

b. Request those USIB Principals who elect to be involved to provide representatives to an ad hoc task group, to be chaired by a representative of the D/DCI/IC, to prepare the DCID 1/2 Attachment for USIB consideration.

c. Because of the short time available if the new Attachment is to be available for use by DoD agencies in preparation of the Intelligence Annex to the JSOP, instruct the task group to focus on those changes in the present document needed to update it but which can be accomplished in time for the attachment to reach the USIB by the first week of February. The task group should seek to improve the correlation among the DCID 1/2 Attachment, the KIQ structure and the CIRIS.

d. Instruct the task group that, once the present document has been revised to apply to 1976-1981, then a study plan should be prepared for USIB approval which would enable the experimental application of a relative value approach to development of the DCID 1/2 Attachment for 1977-1982.

9. If the DCI approves the recommendations in paragraph 8 above, at TAB K is a letter to USIB principals for his signature. This letter sets up the ad hoc task force and sets the deadline for USIB consideration of the new Attachment.

[Redacted]
Acting Deputy to the DCI
for the Intelligence Community

Attachments: a/s

DCI/IC/CS/ [Redacted] (14 Nov 74)

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USIB-D-5.1/28
21 October 1974

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR USIB PRINCIPALS

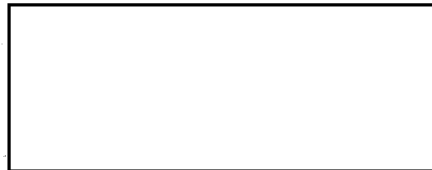
SUBJECT : Revision of the DCID 1/2 Attachment

REFERENCE : USIB-D-5.1/23, 14 March 1974

1. The attached memorandum on the subject from the Director of Central Intelligence is circulated to USIB Principals for action.

2. To assist the DCI in compiling the data, it is requested that the responses be forwarded to [REDACTED] Room 6E2914 CIA Headquarters Building, by 1 November 1974.

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Executive Secretary

Attachment

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USIB-D-3, 1/20
21 October 1974

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THE DIRECTOR OF CENTRAL INTELLIGENCE

WASHINGTON, D. C. 20305

MEMORANDUM FOR: USIB Principals

SUBJECT : Revision of the DCID 1/2 Attachment

1. The current Attachment to DCID 1/2, "U.S. Foreign Intelligence Priorities," was issued as guidance for the 1975-1979 period. The DCID provides for an annual review of the topics and priorities set forth in the Attachment and issuance of the revised version each January.

2. Decision is needed at this time as to whether DCID 1/2 should be continued because, if so, a task group should be formed to complete the revision by January.

3. I am personally uncertain as to whether DCID 1/2 should be retained as one of the basic guidance documents of the Intelligence Community in view of the emphasis currently being put on the Key Intelligence Questions and the response to them. The KIQs apply to the current year and the DCID 1/2 Attachment applies to the planning period one to five years in the future, but I wonder whether the existence of both documents may cause some confusion. The KIQs focus on the intelligence topics of highest current national interest, while the DCID 1/2 Attachment is much more comprehensive in nature, identifying high, medium and low priority topics by individual country and including consideration of departmental and operational intelligence needs as well as national level requirements.

4. To assist me in determination of the future of DCID 1/2, I request that each of you provide me by 1 November answers to the following questions:



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a. Do you recommend continuation of the annual preparation of an Attachment to DCID 1/2?

b. Is there a productive interrelationship in your program between DCID 1/2 topics and priorities and the Key Intelligence Questions?

c. Of what value has the guidance provided in the Attachment to DCID 1/2 been to your planning and programming?

d. If DCID 1/2 is discontinued, would you consider it necessary to develop an internal topics/priorities document of somewhat the same nature as guidance for your organization?

e. If DCID 1/2 and its Attachment are to be retained, do you have any specific proposals as to how its format and organization should be changed?


W. E. Colby

12 November 1974

MEMORANDUM FOR: CIA Member USIB

SUBJECT : Revision of DCID 1/2 Attachment

REFERENCE : USIB-D-5.1/28, 21 October 1974
Memorandum for USIB Principals

1. This memorandum provides you with CIA views in response to a request made by the DCI to USIB Principals regarding the need to continue the DCID 1/2 Attachment. Community responses are to be compiled for the DCI by [REDACTED] (ret.). A recommendation is contained in paragraph 5.

2. The concept embodied in 1/2 and its Attachment seems to be appropriate to the current managerial environment in which the Intelligence Community is operating. The issuance by the DCI of Perspectives, Objectives, KIQs and the NIO collection and production strategies clearly document those substantive topics--both long-term and near-term--which are of major importance as viewed from the DCI's perspective. These substantive items, however, have no assigned orders of relative importance among them. Further, none of these issuances serve to document additional important substantive areas which require some degree of intelligence treatment.

3. The 1/2 Attachment, which focuses on long-term guidance, can serve a useful purpose as a community reference document which:

- provides a basis for judging relative importances among KIQ-related topics,
- complements the KIQs and Perspectives by documenting additional important areas of substantive intelligence concern which are not covered by the KIQs or Perspectives,

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- provides some basis for judging the relative importances of these additional areas of intelligence interest,
- defines those substantive areas of lesser intelligence concern which, nevertheless, require some baseline surveillance by intelligence community resources.

4. While it is recognized that the document has merit to the planning and programming efforts of some departments and agencies, CIA finds no practical application in the document to the management of its headquarters activities. The Attachment tends to be static and does not adjust readily to international situations which require intelligence to act in accord with the dynamics of U.S. foreign policy considerations. However, regarding dispersed field elements and headquarters communication with these elements the document may be of some use as a common reference point to assist in the management of their activities.

5. In consideration of all of the above factors, we recommend continuation of the annual revision of the DCID 1/2 Attachment as a complementary element of the Perspectives-Objectives-KIQs package to provide basic guidance to the overall community effort.

6. This paper has been coordinated with all Directorate heads and they concur in the views herein stated. We do have some suggestions for change. These are reflected in the attached answers to the five questions posed in Mr. Colby's memorandum of 21 October 1974.



CIA Member
DCID 1/2 Working Group

Enclosure:

CIA Answers to DCI Questions re DCID 1/2 Attachment

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CIA ANSWERS TO QUESTIONS REGARDING DCID 1/2 ATTACHMENT

A. Do you recommend continuation of the annual preparation of an Attachment to DCID 1/2?

Probably Yes for overall community management, especially for the guidance of dispersed field elements which are remote from national headquarters and for the CIA role in community management.

No from the view of internal CIA management, although it is occasionally helpful in giving guidance to field stations.

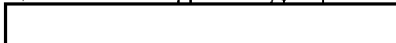
B. Is there a productive interrelationship between DCID 1/2 topics and priorities and the Key Intelligence Questions?

Conceptually--Yes. More work needs to be done to relate the description of the problems in a more complementary way. There also should be a color code indicator in 1/2 that ties the priority/ topic/area to the KIQ system.

C. Of what value had the guidance provided in the Attachment to DCID 1/2 been to your planning and programming?

For checks and balances in the planning and programming for new communications equipment and installations and general guidance for handling SIGINT sensor tasking problems.

Long-range planning guidance for the production of



As a complement to other formal planning guidance papers which serves as useful reference tools to periodically check production performance to ensure that the overall topical and area balance is about right.

A reminder of general substantive priorities which has been useful as another management tool to aid making personnel decisions on restructuring geographical intelligence analysis and making cost reductions in the map procurement program.

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For DD/O planning purposes to a limited degree.

Aids in developing a base line for developing the SIGANT Committee's IG CP.

Useful to the management of HSC guidance and assessment effort which is to determine the value of reporting from human source collectors.

As a reference to develop responses to ad hoc questions - such as what is the relative importance of topics within a given area?

D. If DCID 1/2 is discontinued, would you consider it necessary to develop an internal topics/priorities document of somewhat the same nature as guidance for your organization?

Probably not. Priorities would continue to be determined within a component and understood by the Directorate, but it is doubtful that attempts would be made to prioritize at the Agency level. CIA views the utility of such a document primarily for its substantive application to overall community intelligence planning and programming problems and not as an exclusive departmental management tool.

E. If DCID 1/2 and its Attachment are to be retained, do you have any specific proposals as to how its format and organization should be changed?

Yes. Simplification of the priority structure into not more than five ordinal levels and a blank; restructuring the definitions of the priorities to accommodate to a five-level presentation; revising the statements of content to develop a better correlation with the KIQs, etc., and so indicate this relationship with italics in the text and color coding in the matrix. Otherwise, the form of the existing 1/2 is adequate. As a further suggestion, it may be desirable to investigate the relative value (RV) approach if a good ALPHA panel can be convened to establish the initial value relationship among topics and areas on a world-wide basis.

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SUBJECT: Revision of DCID 1/2 Attachment

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DEPARTMENT OF THE NAVY

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OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, D.C. 20350

IN REPLY REFER TO

Sar 0090X/16948

2 NOV 1974

MEMORANDUM FOR MAJOR GENERAL JACK E. THOMAS, USAF (RETIRED)

Subj: Revision of the DCID 1/2 Attachment

Ref: (a) USIB-D-5.1/28 of 21 October 1974 (same subject)

1. The following response to the questions posed by the DCI in the reference is herewith provided. The answers are in corresponding order.
2. It is recommended that the Attachment to DCID 1/2 continue to be prepared on an annual basis. The Attachment serves a useful purpose by identifying and prioritizing the informational needs of the policy levels of the Government and provides a national perspective by which intelligence programs can be viewed.
3. At present the interrelationship between the Attachment and the KIQ's is limited; however, a computerized program is currently under development whereby comparisons of relative priorities contained in the KIQ's, DCID 1/2, JSOP Part I, Annex A and the CNTDIO's will be possible. This program is intended to be used for production tasking and a more efficient method of resource allocation.
4. The Attachment represents the premier priorities document and it is widely used in various forums to argue the relative merits of requirements competing for satisfaction. Too, it is the basic document from which more detailed guidance is developed affecting Departmental intelligence programs and priorities.
5. There are obvious benefits which devolve from national-level approval of Departmental intelligence priorities. The discontinuance of DCID 1/2 would create a serious void in that respect since there exists no other national documentation of intelligence priorities. The KIQ's, while national in nature, are all of equal priority and do not include Departmental and tactical intelligence. It would indeed be necessary to formulate internally developed guidance for the establishment of topics/priorities and the allocation of resources; however, there is a greater utility when this is accomplished from a community-agreed base.

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6. The DCID and its Attachment should integrate the KIQ's and interface with the DCI's Perspectives for Intelligence. It would also be useful to planning if it were time-phased so as to more closely coincide with the issuance of the KIQ's.



B. R. INMAN
Rear Admiral, U. S. Navy
Director of Naval Intelligence

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22 NOV 1974

MEMORANDUM FOR: USIB Principals

SUBJECT : Update of DCID 1/2 Attachment

1. Reference is my Memorandum for USIB Principals, "Revision of DCID 1/2 Attachment, 21 October 1974 (USIB-C-5.1/28), requesting your comments as to whether we should continue with the annual review of the topics and priorities set forth in the Attachment and with issuance of the revised version each January.

2. A majority of the USIB Principals favored continuation. It is clear that the exercise is useful to USIB members who must operate across large organizational units and in considerable detail and precision. Thus, I am requesting each of you to nominate a representative who will participate in an ad hoc task group chaired by the representative of my D/DCI/IC. Attendees should be reported as soon as possible to [REDACTED]

3. In order that the revised DCID 1/2 Attachment can be available to Defense Department agencies for use in preparation of the Intelligence Annex to the JSOP, I am requesting that the task group submit the revised Attachment to the USIB by no later than the first week of February.

4. Because of the tight deadline involved, this will mean that the Attachment for the 1976-1981 period will essentially be an update of the existing Attachment, revised as feasible to improve the interface among the MIQs, the DI, Current Near-Term Defense Intelligence Objectives and the CIRIS entries.

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5. It has been suggested that a relative value approach be taken to the development of future revisions of the DCID 1/2 Attachment. The short deadline will not permit this for the 1976-1981 Attachment, but after this Attachment has been prepared for USIB consideration I am requesting that the task group develop a study plan for the application of a relative value approach in preparation of the DCID 1/2 Attachment for 1977-1982, to be published in January 1976. This study plan would be submitted to the USIB for approval prior to its implementation.

6. The family of intelligence guidance directives that now consists, in order of detail, of the Presidentially approved Objectives, the DCI Perspectives, the RIQs and DCID 1/2. More detailed requirements such as CERP, CIRL, etc., are now under study to determine their value. It may be that greater reliance on the informal analyst/collector communication now being encouraged for more precise levels of guidance, and on post-mortem evaluations, can lead to a reduction in the complex requirements publications now issued. This will be the subject of further study and USIB consideration.

/s/ W. E. Colby

W. E. Colby

25X1 DCI/IC/CS/ [] (14 Nov 74)

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